

The International Peace Academy is an independent, international institution dedicated to promoting the prevention and settlement of armed conflicts between and within states through policy research and development.

## The Security–Development Nexus Program

IPA's Security–Development Nexus Program aims to contribute to a better understanding of the linkages between the various dimensions of violent conflicts in the contemporary era and the need for multi-dimensional strategies in conflict management. Through its research projects, conferences and publications, the program seeks to make concrete recommendations to the United Nations system and the broader international community for more effective strategies, policies and programs in achieving sustainable peace and development.

## Acknowledgements

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# BUILDING EFFECTIVE PARTNERSHIPS

## Improving the relationship between internal and external actors in post-conflict countries

### PEACEBUILDING FORUM CONFERENCE

The full report can be accessed online at:  
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Difficulties in achieving the delicate balance between genuine national ownership and effective partnerships between internal and external actors continue to plague recovery efforts and the long-term sustainability of peacebuilding processes. As part of a larger effort to improve peacebuilding approaches and capacities, the Peacebuilding Forum was launched by WSP International, with the support of the International Peace Academy, to propose ways to improve the relationship between internal and external actors in post-conflict countries. The proposals were presented in draft form to the Peacebuilding Forum Conference, which took place in New York on 7 October 2004. This final version incorporates the comments of the conference participants and benefits from their strong endorsement.

- Broad consultations with peacebuilding practitioners from conflict-affected countries and the international community revealed two main areas of concern: the disparity between peacebuilding policies and the unchanged reality on the ground; and the poor quality of dialogue between internal and external actors in post-conflict situations.
- The Forum process gave equal voice to those from fragile and conflict countries that have been on the receiving end of peacebuilding assistance from the international community. Country surveys documented the concrete experiences of both internal and external actors in five post-conflict settings.
- Giving practical meaning to national leadership and ownership of recovery processes is particularly difficult in light of the great imbalance of power in the relationship between internal and external actors, the fractured nature of post-conflict societies, the diverse interests at play, and the urgency of policy decisions.
- The Forum process confirmed that sustainable peace requires the legitimacy that only local responsibility and ownership can bring. The recommendations put forward by the Forum define a better balance between external partnerships and national ownership of peacebuilding strategies and activities.



## SUMMARY OF RECOMMENDATIONS

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### Recommendations to help improve the relationship between external and internal actors in post-conflict countries

#### Recommendation 1: Introduce assessed budgets for peacebuilding

This recommendation supports existing calls for the United Nations (UN) to consider introducing an assessed budget for peacebuilding activities in the context of UN peace operations. This would also strengthen local peacebuilding processes and activities that help prepare the ground for UN action and render such action more sustainable. It is furthermore suggested to create a Voluntary Peacebuilding Funding Facility to allow for more flexible use of funds to support partner organizations and agencies.

#### Recommendation 2: Political oversight of peacebuilding

Oversight responsibility for peacebuilding should be assigned to a political subsidiary organ of the UN, perhaps a body reporting to the Economic and Social Council (ECOSOC) or the Security Council. Such an organ would have the responsibility to provide advice on peacebuilding mandates, to monitor the implementation of peacebuilding strategies over time, and to suggest adjustments when necessary.

#### Recommendation 3: Strengthen the UN capacity to promote national dialogue and consultation processes in post-conflict countries

The United Nations and its key partners should seek to create an institutional capacity to promote, underpin and, where appropriate, facilitate broadly participatory national dialogue and consensus-building processes in fragile and post-conflict countries, with a view to formulating a common vision for the future, agreeing on key priorities and

developing appropriate long-term strategies. If undertaken at an early stage, such dialogue processes can inform and thus give legitimacy to needs assessments as well as initiatives for reconciliation. Such a UN capacity could provide services to existing and future UN peace operations, peacebuilding support offices and to UN resident coordinators in fragile countries. It is recommended that this capacity begin as an extra-budgetary and inter-departmental pilot project, and that its contribution and impact be assessed after three years.

#### Recommendation 4: Promote exchanges between post-conflict countries

It is suggested that the UN Economic Commission for Africa (ECA), in close consultation with, and with the support of, the UN's Office of the Special Advisor on Africa, the African Union's Peace and Security Council, and the New Partnership for Africa's Development (NEPAD), should consider initiating a program of cross-country exchanges and workshops for governmental and civil society actors engaged in peacebuilding and conflict prevention in Africa. They should invite peacebuilding practitioners to design and facilitate productive discussions, and document and disseminate the results. The ECA could liaise with the other UN regional economic commissions, as well as with the UN Development Programme's (UNDP) Special Unit for South-South Cooperation, in order to broaden the program over time. Other regional organizations, such as the Organization of American States (OAS), are also encouraged to promote horizontal exchanges as described above.

#### Recommendation 5: Foster closer links between the OECD/DAC Network on Conflict, Peace and Development Cooperation and representatives of post-conflict countries.

The Organization for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) and its Network on Conflict, Peace and

Development Cooperation (CPDC) should aim to foster closer and more regular links with state and civil society actors in fragile and post-conflict countries and with relevant governmental and non-governmental regional organizations. The objective should be to improve dialogue with these actors in respect to the peacebuilding and conflict prevention policies and practices of CPDC members, and to benefit from their feedback. Informal consultations could also be undertaken on relevant CPDC outputs. Once Recommendation 4 becomes interregional, more formal consultation mechanisms should be considered.

**Recommendation 6: Encourage external accountability to internal officials and representatives**

The Inter-Parliamentary Union (IPU) should use its existing procedures to encourage parliaments in fragile and post-conflict countries to invite major external actors to discuss annual reports on their programs, funding and alignment with nationally defined priorities. The IPU should liaise with and support parliamentary Speakers who would establish appropriate arrangements on a national basis. In support of this, and if earmarked donor funding were made available, UNDP could also examine ways of building capacities to assist parliaments to take on these responsibilities (for example, through the training of Members of Parliament in international assistance issues). Preliminary results from the implementation of this recommendation could be reviewed at the UNDP Bureau for Development Policy's conference on the role of parliaments in crisis and post-crisis situations, scheduled for late 2005 or early 2006 in Brussels, Belgium.

**Recommendation 7: Establish independent national evaluation capacities in post-conflict countries**

In order to create credible national capacity for monitoring and evaluation, UNDP should facilitate the establishment of independent evaluation capacities in

fragile and post-conflict countries. These entities would acquire the tools and expertise to evaluate and constructively comment on the programs and implementation performance of external actors and national governments in these countries, with particular attention to the monitoring and evaluation of reconstruction processes and targets built into peace agreements and needs assessments/Poverty Reduction Strategy Papers (PRSPs). Wherever possible, these capacities should underpin parliamentary reviews of the effectiveness and alignment of international assistance in their countries (see Recommendation 6). The recommendation could proceed with the design and implementation of pilot projects in two to three post-conflict countries.

**Recommendation 8: Better use and dissemination of DAC Guidelines**

DAC/CPDC should focus on ensuring that operational staff make better use of its policy guidance, and that internal actors are included when disseminating this guidance. In addition to the toolbox of good practice "tipsheets" currently being developed in the CPDC, options include developing: (a) a user-friendly abstract of conflict prevention and peacebuilding guidance; (b) best-practice recommendations to donor officials on how to engage with partners; and (c) easily accessible handbooks on how this guidance should be applied in day-to-day working practices. DAC members should be encouraged to translate, where relevant, this guidance into local languages and disseminate it to internal and external actors in post-conflict countries. The DAC as a whole should consider assessing through the peer review process the application of its conflict prevention and peacebuilding guidelines.

**Recommendation 9: Ensure professional development for peacebuilding and conflict prevention**

Relevant UN departments and agencies, including their respective human resources management

sections, should consider strengthening professional development courses to equip the operational staff of the UN and regional organizations, as well as those of involved bilateral and non-governmental crisis management organizations, with the skills and attitudes appropriate to working with internal actors in fragile and post-conflict societies. The United Nations Institute for Training and Research (UNITAR) should consider offering an appropriate training program in this regard. The UN Executive Committees for Humanitarian Affairs and for Peace and Security should consider integrating the courses into regular deployment procedures for all UN personnel performing peacebuilding and conflict-prevention tasks, and consider making them mandatory. Special short courses could also be prepared targeting Special Representatives of the

Secretary-General (SRSGs), Deputy SRSGs and Representatives of the Secretary-General (RSGs) upon assignment and prior to their deployment.

#### **Recommendation 10: Introduce mandatory orientation briefings upon deployment**

UNDP should commission credible internal actors in each post-conflict country to prepare and present orientation courses, as described above, for UN officials deployed to that country, and further ensure that all UN officials working there attend these courses shortly after arrival. The courses should be made available to all external actors in the country on request.

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#### **WSP International**

WSP International (formerly the War-torn Societies Project) contributes to the recovery and strengthening of societies emerging from conflict by bringing together a diverse group of local actors to set priorities, build consensus and formulate responses to the needs identified, underpinned by participatory action research. This process is supported by bilateral and multilateral agencies.

#### **The Security and Development Nexus Program Policy Papers and Conference Reports**

*Peacebuilding as the Link between Security and Development: Is the Window of Opportunity Closing?* Necla Tschirgi. Policy Paper, December 2003.

*Strengthening the Security-Development Nexus: Assessing International Policy and Practice since the 1990s*, Agnès Hurwitz and Gordon Peake. Conference Report, April 2004.

*Police Reform through Community-Based Policing: Philosophy and Guidelines for Implementation*, Hesta Groenewald and Gordon Peake. Policy Paper, September 2004.

*Post-Conflict Peacebuilding Revisited: Achievements, Limitations, Challenges*, Necla Tschirgi. Policy Paper, October 2004.

*Building Effective Partnerships: Improving the Relationship between Internal and External Actors in Post-Conflict Countries*, International Peace Academy and WSP International. Conference Report, October 2004.

*Police Reform in Post-Conflict Societies: What We Know and What We Still Need to Know*, William O'Neill. Policy Paper, April 2005.

